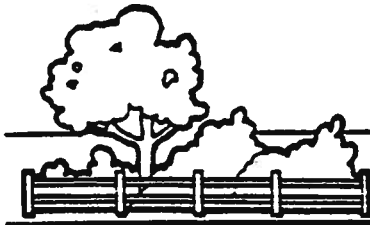


# 21.0 LAND USE ELEMENT

Prepared For The City of Folsom  
Community Development Department

By  
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October 31, 1988



## **21.0 LAND USE**

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# 21.0 LAND USE

## 21.1 INTRODUCTION

The Land Use Element of a City's General Plan brings together policies and considerations from the other Elements (resources, geology, natural and human created hazards, traffic and circulation) to determine the most appropriate mix and distribution of land uses. The Land Use Element addresses all aspects of land use: housing, commercial, industry, parks, schools and open spaces. This Element must, therefore, consider the land use implications of each of the other nine Elements.

During the preparation of this Element, extensive consideration was given to existing land uses and future land uses on sites with approved development proposals. The policies developed by the Citizen's Advisory Committee stressed sensitivity to the historical development of Folsom and the relationships among existing land uses. The land use policies strongly favor the preservation of existing single family neighborhoods; the preservation and enhancement of Folsom's Historic District; and the strengthening of the City's existing commercial core, centered on East Bidwell Street.

The policies also envision substantial expansion of the City's commercial and industrial base to meet the City's internal business needs, provide employment to residents who will live in the Folsom area, meet regional commercial and industrial needs, and improve the City's revenue base.

Because of the close economic and social links between jobs, commerce, and housing, the land use policies have been developed to promote a jobs and housing balance. The Citizen's Advisory Committee sought to ensure that all Folsom residents would have access to neighborhood and community-wide commercial goods and services, that residents who so desired could both live and work in Folsom, and that Folsom could serve regional commercial needs along Highway 50.

Although many of the land use policies address the built environment, much attention is also devoted to the maintenance of Folsom's natural environment. The Open Space and

Conservation Element (Section 24) contains more specific policies and implementation measures directed to the preservation and enhancement of important natural features. In setting forth land uses, the protection of natural features, waterways, vernal pools, riparian habitats, trees, ridge lines, scenic vistas and other special natural features were given high priority.

The land use policies in this Element establish the standards for development and the direction of development in Folsom. These written policies are further interpreted in the form of a Land Use Map, which illustrates the location of all land uses envisioned in the Folsom General Plan. The Land Use Map is an integral part of the General Plan and the Land Use Element. A change in the Land Use Map must be consistent with the policies of this Element and the other Elements. Conversely, any policy changes could imply changes to the Land Use Element.

### 21.1.1 STATE POLICY AND AUTHORIZATION

State Law (Government Code Section 65302(a)) requires that the Land Use Element of a General Plan designate the proposed general distribution and general location of housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land.

The Land Use Element must also include standards for population density and building intensity for each district, and identify areas subject to flooding.

### 21.1.2 RELATED STATE REGULATIONS

#### SITING OF HAZARDOUS WASTE STORAGE (GOVERNMENT CODE SECTION 6593.1)

The State Department of Health Services maintains a list of sites known or designated to contain hazardous wastes. Any new sites which will store or process hazardous wastes must be approved by the Department of Health Services as well as the City of Folsom.

## **DESIGNATION OF AGRICULTURAL LAND (GOVERNMENT CODE SECTION 65570)**

The State Director of Conservation compiles "important farmland series" maps based on information from the United States Soil Conservation Service. These maps show the several designations of land suited to agricultural uses based on soil quality and characteristics. These maps may be consulted by local agencies in determining areas which should be designated for agriculture or grazing.

## **DENSITY BONUSES (GOVERNMENT CODE SECTION 65915)**

Notwithstanding the maximum number of dwelling units otherwise permitted in a residentially designated area, State Law provides for density bonuses of 25 percent of the number of homes otherwise allowed for the provision of low or moderate income housing. The density bonus or equivalent financial incentives must be offered when a developer proposes to build at least 25 percent of the homes in a project for low and/or moderate income households, or ten percent of the homes for lower income households, or 50 percent of the homes for qualifying elderly or disabled residents.

## **SURFACE MINING AND RECLAMATION ACT**

See Section 24.1.2 of the General Plan.

## **FAMILY DAY CARE HOMES AND HOMES FOR MENTALLY DISORDERED, HANDI- CAPPED PERSONS, OR DEPENDENT AND NEGLECTED CHILDREN (CHAPTERS 3.4 AND 3.6, DIVISION 2 OF THE HEALTH AND SAFETY CODE; SECTION 5115 ET. SEQ. OF THE WELFARE AND INSTITUTIONS CODE)**

Certain child day care, elderly care, family care, foster home, group home, alcoholic recovery home and other similar facilities are to be considered residential uses allowed in any residentially designated area, notwithstanding any local standards which may define such land uses as commercial or institutional.

## **21.2 SETTING/ASSUMPTIONS/ISSUES**

### **21.2.1 SETTING**

Volume III, Chapter 82.0 of the General Plan and the Master Environmental Assessment (MEA) describe the setting of the Folsom area and the data base upon which the General Plan has been prepared. A summary of the community setting is provided below as it relates to the Land Use Element.

### **LAND USE**

There are approximately 15,200 acres (23.7 square miles) within the City of Folsom, most of which is presently undeveloped. However, the City is undergoing rapid change and urban development. In May 1987, there were about 7,264 homes completed or under construction in Folsom. The most recent evaluation of the City's development status as of November 1987 shows:

**TABLE 21-1  
EXISTING LAND USES**

<b>LAND USE</b>	<b>GROSS ACRES</b>
Residential	1,700
Commercial	179
Industrial	152
Schools/Public Facilities	350
Parks	222
Open Space	854
Folsom Prison	848
Undeveloped and Water	10,415
Under Construction Various Uses	440
<b>TOTAL</b>	<b>15,160</b>

Folsom's population growth relative to Sacramento County is a good indicator of its urbanizing character. The following table compares population growth in the City versus County.

**TABLE 21-2  
POPULATION GROWTH TRENDS**

1970 POPULATION	1980 POPULATION PERCENT CHANGE*	1988 POPULATION PERCENT CHANGE*	PERCENT CHANGE*
Folsom	5,810** (48%)	11,003 (89.4%)	23,300 (112%)
Sacramento County	631,498 (25.6%)	783,381 (24.1%)	930,100 (18.7%)

SOURCE: U.S. Census, Department of Finance, May 1988

\* From previous decade or period.

\*\* Excluding Folsom Prison population.

The distribution of land uses under this Element reflects the more urban nature of development in Folsom. The prior General Plan, prepared during the late 1960s and updated peri-

odically, called for more low density residential development, fewer residential categories, and a maximum residential density of 12 units per acre. The proposed distribution, as reflected in the Land Use Map, provides for fewer residential acres but at higher densities. Commercial acreage is increased by 71 percent, and open space by 43 percent. The following comparison summarizes the changes between the prior and the adopted General Plan land use distribution.

**TABLE 21-3  
LAND USE DISTRIBUTION**

LAND USE CATEGORY	PRIOR GENERAL PLAN ACRES/DWELLING UNITS	ADOPTED GENERAL PLAN ACRES/DWELLING UNITS
<b>Residential Density</b>		
Single Family Low/Low (0.5 du/ac)	2,563	N/A
Single Family Low (2 du/ac)	752	N/A
Single Family (2-3.9 du/ac)	2,345	4,392
Single Family Medium (5 du/ac)	841	N/A
Single Family High (4-6.9 du/ac)	N/A	836
Mobile Home (7 du/ac)	149	N/A
Multi Family Low (7-11.9 du/ac)	N/A	648
Multi Family (12 du/ac)	743	N/A
Multi Family Medium (12-17.9 du/ac)	N/A	146
Multi Family High (18-25 du/ac)	N/A	110
<b>SUBTOTAL RESIDENTIAL</b>	<b>7,393/22,875</b>	<b>6,132/28,184</b>
Commercial	700	1,329
Industrial	1,686	1,531
Schools/Public	389	580
Park	250	300
Open Space	1,541	3030
Prison	848	848
Water	1410	1410
Projected Employment	87,040	99,680
Average Residential Density	3.09/acre	4.60/acre
Estimated Population (Excluding Prison)	56,273	69,333

## **ASSUMPTIONS:**

Population projections are based on an average household size of 2.46. Dwelling units projections are based on the density range average. Employment projections are based on an average employee density per acre of 28 for commercial developments and 40 for industrial developments.

## **PHYSICAL SETTING**

The natural environment of Folsom presents few development constraints. There are site specific environmental considerations which will affect the building location and density of some projects on hillsides and along ridge lines, riparian habitats, vernal pools, and other localized environmentally sensitive areas, for example. Much of these areas would be preserved for open space (see Chapters 2, 3, 4 and 5 of the MEA for discussion of these environmentally sensitive areas).

The mining of significant mineral beds, especially sand and gravel, could also present a localized constraint to development in some areas of Folsom (see Chapter 2 of the MEA for a discussion of the locations of mineral deposits). Policy 28.5 of the Open Space and Conservation Element requires the protection of mining and/or gravel extraction sites so that sand and gravel can be extracted prior to the use of these sites for other purposes.

This policy may require a phasing of development on or near extraction sites to ensure the priority of mineral extraction prior to other development.

Finally, localized soil conditions in the hillside areas of East Folsom may require special development techniques to reduce slope erosion and to ensure slope stability. Most of the eastern hillsides consist of weathered bedrock. Site specific development conditions could ensure that proper erosion control and slope stability techniques are followed.

## **AREAS SUBJECT TO FLOODING**

The General Plan Maps show the general location of designated open spaces and recreation areas. For properties located in areas sub-

ject to flooding, special conditions may be attached to reduce flooding potential and to reduce the risks of property damage or injury. These conditions may include underground storm drainage systems to reduce surface runoff from areas that drain into streams and reservoirs and that are capable of handling run-off from a 100-year storm, limits on the amount of paved and other impermeable surfaces, and drainage fees to help pay for downstream improvements needed as a result of the development.

Development proposals located within potential flood prone areas will be required to submit hydrological/drainage studies to determine flood water elevations, water runoff violations and acceptable mitigations as a condition of project approval.

## **21.2.2 ASSUMPTIONS**

The policies contained in this Element are based on several assumptions which were discussed by the Citizen's Advisory Committee. These assumptions are listed below.

### **PRESERVATION OF IMPORTANT HABITAT**

Important natural habitats, such as riparian corridors and vernal pools, can remain viable for wildlife if preserved.

### **BALANCE OF LAND USES**

Folsom can achieve a balance of land uses that will allow residents to live, work, shop, and enjoy recreational activities within the City.

### **HOUSING**

The predominate housing demand will be for single family homes and other affordable ownership housing. Thus, more land is devoted to high density single family housing and low density multi family housing, rather than low and very low density single family housing.

### **COMMERCIAL SERVICES**

As Folsom's resident and worker population grows, the City will be able to support additional neighborhood shopping areas, at least one additional community-level commercial center, an expanded central commercial district.

## **JOBS HOUSING BALANCE**

Many future residents will live and work in Folsom, reducing the level of inter community travel that would otherwise occur if Folsom were a predominantly "bedroom" community.

## **REGIONAL SERVICES**

Folsom has a strategic location and access with respect to the growing population of eastern Sacramento County, western El Dorado Hills and South Placer County. The City would be well suited for regional-serving commercial establishments.

## **CENTRAL COMMERCIAL DISTRICT**

Folsom is capable of supporting a multi-function commercial core which contains retail, offices, financial services and cultural/entertainment establishments. These uses will have a community wide market area, in addition to being supported in part by nearby residents.

## **INSTITUTIONS**

Large institutional uses (hospital, community college) will provide a local focus for commercial activities and higher density housing.

### **21.2.3 ISSUES**

Several issues were identified during the development of the land use policies. These include:

### **VIABILITY OF COMMERCIAL AREAS**

Without controls on the size and number of neighborhood and community commercial centers, the viability of a central commercial district could be compromised.

### **VARIETY OF HOUSING TYPES**

The prior General Plan provided mainly for low to medium density single family housing. To ensure that Folsom meets its regional housing responsibilities, the City has attempted to expand the number and types of homes that can be constructed while preserving important environmental features.

## **ECONOMIC BASE**

The allocation of land uses has important economic implications for its residents as well as financial implications for the City's revenue base. The City's land use policies provide for commercial and industrial uses which can improve Folsom's tax base. The need to assure an adequate financial base is balanced against the City's responsibility to plan for housing that will serve workers and other new residents.

## **DEFINING SENSITIVE AREAS**

One of the most difficult issues facing the City is to define those areas of the city which are most important to preserve in their natural state. There are many areas that deserve high priority, and these areas are listed in the policies.

### **21.2.4 LAND USE STANDARDS**

State Planning Law requires that the Land Use Element incorporate standards for population density and building intensity. All development projects are governed by General Plan goals and policies, zoning and building code regulations, as well as other applicable City regulations.

Residential development is more adaptable to an application of population and building standards with minimum lot sizes (zoning) and density ranges (General Plan), than non-residential development. Given the wide variety of uses and activities that are permitted in the non-residential zones, it is more difficult to apply strict development standards to commercial and industrial projects. Building intensity and employment density will vary by activity. The Zoning Code regulates actual building intensity (lot coverage) for specific projects through the application of minimum setbacks, maximum lot coverage, height restrictions, parking and landscaping requirements.

As a general rule however, the following building intensities and population/employment densities will be used in analyzing community wide development impacts. Project specific environmental analysis will be used in determining impacts of individual projects. These standards, therefore, are to be used as a guide on a case-by-case basis for project review.

The generalized standards recommended below are based on the policies applicable to each land use designation:

**TABLE 21-4  
RECOMMENDED DEVELOPMENT STANDARDS**

LAND USES	DWELLING UNITS PER ACRE	POPULATION PER ACRE	BUILDING HEIGHT	BUILDING COVERAGE	FLOOR AREA RATIO
<b>Residential <sup>1</sup></b>					
Single Family	2-3.9	6-12	30-35'	30-35%	-
Single Family High Density	4-6.9	10-17	35'	35%	-
Multi Family Low Density	7-11.9	15-26	35'	40%	-
Multi Family Medium Density	12-17.9	24-36	50'	60%	-
Multi Family High Density	18-25	27-38	35-50'	50-60%	-
<hr/>					
		EMPLOYEES PER ACRE	NUMBER OF STORIES	BUILDING COVERAGE	FLOOR AREA RATIO
<b>Non-Residential <sup>2</sup></b>					
<b>Commercial-</b>					
Neighborhood		20-25	1-2	35%	-
General/Community		25-30	1-2	30-40%	-
Regional		30	3-4	-	2:1
Central District		30-35	4	-	2:1
Specialty <sup>3</sup>		-	-	-	-
Industrial/Office Park		10-40	3-4	40-50%	2:1
Public/Quasi Public <sup>4</sup>		-	-	-	-
Parks/Recreation		-	-	10%	-
Open Space		-	-	10%	-

- 1 An average household size of 2.46 has been assumed for General Plan and EIR purposes.
- 2 An average employee density of 28 for commercial uses and 40 for industrial uses has been assumed for General Plan and EIR purposes.
3. Specialty Commercial Area: Building intensity and employment density will vary by type of commercial project. These standards will be determined on a case-by-case

basis through a planned development process. Land uses within these designations include: Sutter Street Historic District, Specialty Commercial District, Business/Professional Offices and other identified areas as appropriate.

4. Public/Quasi - Public Land Uses: Standards will vary depending on the type of Development standards will be applied on a case-by-case basis.



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## **21.3 LAND USE ELEMENT GOALS AND POLICIES**

### **GOAL 1**

This is the key Goal of the Plan and this sets the tone of the Plan.

To retain and enhance Folsom's quality of life, separate identity and sense of community. Folsom's identity and quality of life are defined by:

1. The diverse natural setting, including the American River, its tributary streams, natural vegetation, topography, native wildlife, and other unique features of the landscape.
2. Developed parks and open space.
3. The historic district and other historic places throughout the community.
4. The State prison site, which provides a large, visual open area in the City.
5. The physical form of Folsom's neighborhoods.
6. Ease of movement.
7. Public access to pedestrian and bicycle trails.

#### **POLICY 1.1**

New development shall preserve and/or enhance to the maximum degree feasible, the existing natural vegetation, landscape features and open space, consistent with the Goals and Policies of this Plan.

#### **POLICY 1.2**

Existing viewsheds and opportunities for viewsheds should be incorporated into the design of new developments.

#### **21 POLICY 1.3**

Each residential neighborhood should be planned with at least one park/recreational/school area within approximately one half mile of each residential unit.

#### **POLICY 1.4**

Each new residential development shall be encouraged to provide pedestrian and bicycle access to parks or schools located within or near the development.

#### **POLICY 1.5**

Each new residential development shall be designed with a system of local streets, collector streets, and access to an arterial road that protects the residents from through traffic.

#### **POLICY 1.6**

Folsom's historic district shall be enhanced and maintained through the improvement of public facilities.

#### **POLICY 1.7**

Historic buildings or locations shall be preserved or incorporated into the design of new developments.

#### **POLICY 1.8**

The City shall prepare an inventory of historically and culturally significant buildings and sites. The City should investigate measures for Historic Preservation of these building sites.

#### **POLICY 1.9**

Development proposed along streams shall be in conformance with a comprehensive development and management plan to be prepared for stream waterbeds prior to project approval.

#### **POLICY 1.10**

When development incentives are required for the preservation of identified resources and open spaces, the City and public shall cumulatively receive the greater short-term and long-term benefits of such incentives.

#### **POLICY 1.11**

The location, configuration, and extent of open space and parkway designated on the land use map shall be determined on a project by

project basis through site specific mapping approved by the City and consistent with mitigation of environmental impacts and implementation of the overall goals and policies of the General Plan.

The lines depicting the location of Humbug and Willow Creeks on the General Plan are for illustrative purposes and shall be consistent with the Humbug/Willow Creek Management Plan when adopted.

## **GOAL 2**

To ensure that the City exercise appropriate controls over the planning process.

### **POLICY 2.1**

The General Plan sets the overall guidelines for the location and intensity of development in Folsom.

### **POLICY 2.2**

The City will prepare area or specific plans as appropriate to further refine the standards and regulations for development.

### **POLICY 2.3**

General Plan Amendments may be approved when the applicant has successfully indicated substantial benefit could be derived from the project.

1. Requests for higher residential densities must include a demonstration of need for higher density housing.
2. Requests for land use changes must include an evaluation of economic, social and environmental factors which would be enhanced by a change in the land use.
3. Design features for open space, improved recreational facilities, protection of natural features and sensitivity to surrounding development shall be carefully evaluated.

### **POLICY 2.4**

The City shall adopt a grading ordinance which prohibits any substantial grading or modi-

fication of the topography prior to approval of a tentative map, planned development or other land use permit. The ordinance shall provide for performance bonds or similar measures acceptable to City and a specific time period for construction to commence. The City shall require slope analysis maps early in the project review process in order to judge future grading activity.

## **GOAL 3**

To address comprehensively Folsom's development issues on the basis of community-wide needs.

### **POLICY 3.1**

The City shall evaluate the community-wide impact of each development on the need for public facilities and services, the circulation and housing impacts from the project, and the effects on the City's identified resources.

### **POLICY 3.2**

Developments should be compatible with the natural features and the buildings that surround them. Compatibility will be measured by the size and configuration of buildings in a project, the use of materials and landscaping, the preservation of existing vegetation and landscape features, and the location of entrance and exit routes on the project site.

### **POLICY 3.3**

Development standards shall be prepared for large land holdings prior to approval of tentative maps or Planned Development permits. Development standards may consist of standards adopted by resolution of the Planning Commission describing standards for development and relationships among land uses within the area covered by the plan. Development standards may be included in specific plans, area plans, or by reference as a condition of approval.

## **GOAL 4**

To provide opportunities for residents to live, work, shop, and enjoy leisure activities within the City.

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#### **LICY 4.1**

The City will plan for additional housing needs as determined in the Housing Element for the next 5 to 25 years.

#### **POLICY 4.2**

The City will plan for a central community shopping district and a regional shopping center.

#### **POLICY 4.3**

Neighborhood business areas will be allowed, subject to size and business use restrictions. The location of such business areas should be based on area or community plans covering the projects to be served by the neighborhood business area. Neighborhood business areas should be pedestrian-oriented, that is, drawing their customers primarily from the residences in the immediate vicinity of the businesses.

#### **POLICY 4.4**

The City will expand its system of parks, open spaces, and recreational facilities as new development proceeds.

#### **POLICY 4.5**

Industrial and office employers should be encouraged to locate in Folsom to provide more job opportunities for Folsom residents.

#### **GOAL 5**

To influence land use decisions of Sacramento, Placer, and El Dorado counties and other governmental agencies which may impact Folsom.

#### **POLICY 5.1**

The City shall request to participate in the planning process of other governmental agencies whose jurisdiction includes areas within the city limits of Folsom.

#### **POLICY 5.2**

The City shall request copies of proposed plans prepared by other government agencies outside of Folsom but which could affect land in

Folsom. City officials should respond in a timely manner to such proposed plans and participate in public meetings or hearings as appropriate.

#### **POLICY 5.3**

The City will continue to participate in the Sacramento Area Council of Governments and the Sacramento Local Agency Formation Commission.

#### **GOAL 6**

To expand Folsom's Sphere of Influence based on the ultimate boundaries of development that the City can reasonably control and service and to discourage premature development in unincorporated areas surrounding the City.

#### **POLICY 6.1**

The Sphere of Influence shall include those parcels of land adjacent to the city limit whose development could have significant visual, traffic, service, and environmental impacts on Folsom so that the City may influence the ultimate development of those parcels.

#### **POLICY 6.2**

The City shall consider existing roads or natural features which might logically define a new Sphere of Influence boundary.

#### **POLICY 6.3**

A new Sphere of Influence boundary shall include only those lands to which road, water, sewer and other facility/service connections can be extended within the next 25 to 30 years and, therefore, to those areas which will ultimately be annexed to the City.

#### **GOAL 7**

To provide for the orderly annexation and development of unincorporated areas within Folsom's Sphere of Influence.

#### **POLICY 7.1**

The City shall only annex those lands which

can be developed in accordance with the City's General Plan, are fiscally sound additions to the City, can be adequately served by municipal (or acceptable alternative) facilities and services, and are part of a planned, orderly annexation program.

#### **POLICY 7.2**

All properties proposed for annexation shall be pre-zoned by the City in a manner consistent with the General Plan. Until facilities and services can be provided, such properties will be designated as agricultural reserve. The existing County zoning or General Plan designation which applies to a property may be considered in determining the appropriate pre-zoning of the subject land which is served by on-site facilities or connected to County facilities.

#### **POLICY 7.3**

Prior to the annexation of lands to the City, the applicant shall submit a plan demonstrating the financial feasibility of providing services and facilities to the area proposed for annexation. (refer to Goal 40 and its policies)

#### **POLICY 7.4**

The General Plan and zoning designations for annexed lands should consider the following criteria:

1. The capacity of facilities and municipal services.

2. The environmental effects that development on lands proposed for annexation may have on properties within the existing city limits.

3. Existing land uses, if any, on and in the vicinity of the annexed land.

4. The extent of any natural habitats and features of the landscape which should be preserved.

5. The demonstrated need for additional housing, retail commercial uses, other commercial uses, and industrial uses.

### **GOAL 8**

To allow a variety of housing types which provides living choices for Folsom residents.

#### **POLICY 8.1**

Average residential densities shall be calculated as the number of dwelling units divided by the total area of the project, excluding any commercial, business and professional or industrial uses. Areas devoted to open space, public parks, roads, public schools and other miscellaneous land uses shall be included in the calculation.

SEE PAGE 21-11A FOR ADDITION

#### **POLICY 8.2**

In order to promote a more diverse housing stock and to allow for a greater mix of compatible densities, five residential density ranges shall be established and applied to the various residen-

**TABLE 21-5  
GENERAL PLAN RESIDENTIAL DENSITIES**

HOUSING TYPE	SF (2-3.9)	SFHD (4-6.9)	MLD (7-11.9)	MMD (12-17.9)	MHD (18-25)
SF Detached	◆	◆			
SF Zero Lot Line		◆	◆		
SF Patio		◆	◆		
Duplex		◆	◆		
Halfplex		◆	◆		
Townhouse			◆	◆	
Condominiums			◆	◆	
Garden Apartments			◆	◆	◆
Conventional Apartments				◆	◆
Mobile Home Parks		◆			

**PARAGRAPH TO BE ADDED TO POLICY 8.1**

In any development in which land is reserved for acquisition by a public agency for open space, parks, public schools, or other public purposes such land shall be taken into account in calculating the allowable residential density on the remaining land, provided no building permit shall be issued covering residential units attributing to such reserved land, until the reserved land has been acquired by the public agency for which such land was reserved.

tial areas. Table 21-5 illustrates these densities and compatible housing types. Examples of these housing types are defined in Figure 21-5.

### **POLICY 8.3**

Open space will be required as part of each residential development except in residential estates, multifamily parcels of less than 10 acres and parcels of less than 20 acres for single family uses surrounded by existing development. Open space includes required park lands, common areas, landscaped areas, pedestrian paths, plazas and similar public or private areas, but not areas devoted to vehicle parking and streets. To achieve the open space guidelines, a developer may be allowed to group the homes at somewhat smaller lot sizes than would otherwise be permitted, provided the average density does not increase. (See Policy 8-7 and the Goals and Policies of the Open Space and Conservation Element)

### **POLICY 8.4**

All residential development or residential portions of multi-use developments shall contain a minimum of 30 percent of the land in natural or improved open space, exclusive of roadways and parking lots.

Buffering shall be required between adjacent multi-family projects and single family developments along common boundaries.

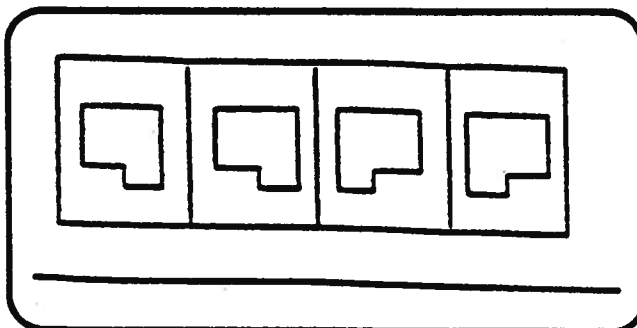
### **POLICY 8.5**

Sufficient off-street parking for residents shall be included in the design of all residential projects. Off-street parking for guests shall be included in the design of all multifamily projects. The City shall review its parking standards to ensure that resident and guest parking is adequate to accommodate the anticipated average demand per dwelling unit. Surface lots for off-street parking should be landscaped to reasonably screen the parking area from street view and from adjacent properties.

**FIGURE 21-1  
VARIOUS TYPES OF HOUSING**

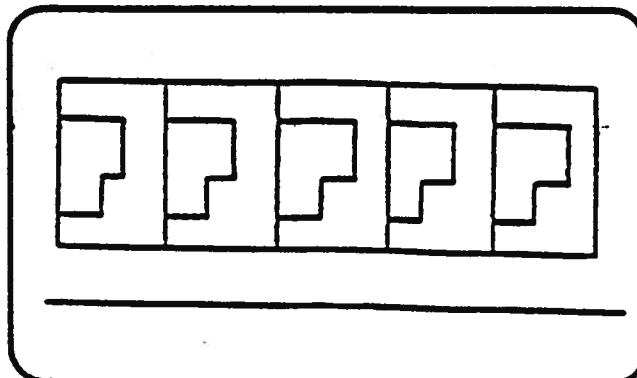
#### **Single Family Detached**

- One House (unit) per Lot
- Each House and Lot Individually Owned
- Conventional Building Setbacks from Front, Rear and Side Property Lines



#### **Single Family-Zero Lot Line**

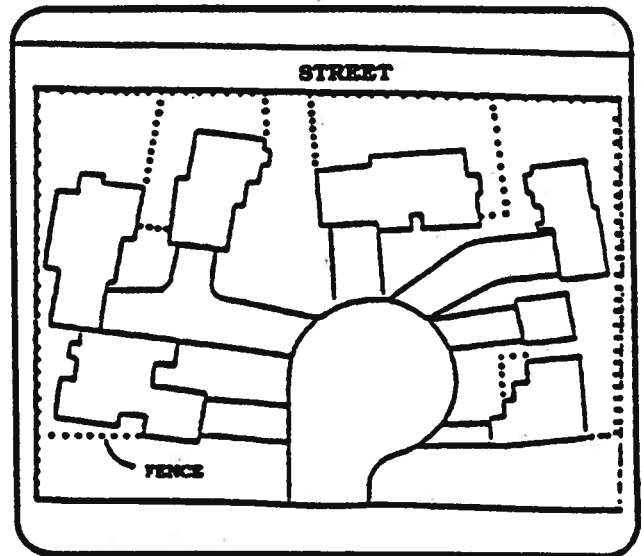
- One House (unit) per Lot
- Each House and Lot Individually Owned
- Zero Setback on One Side of all Lots Leaving Yard on Three Sides of House
- Permits more Usable Sideyard, Smaller Lots and Units, and thus Greater Overall Unit Density



**FIGURE 21-1**

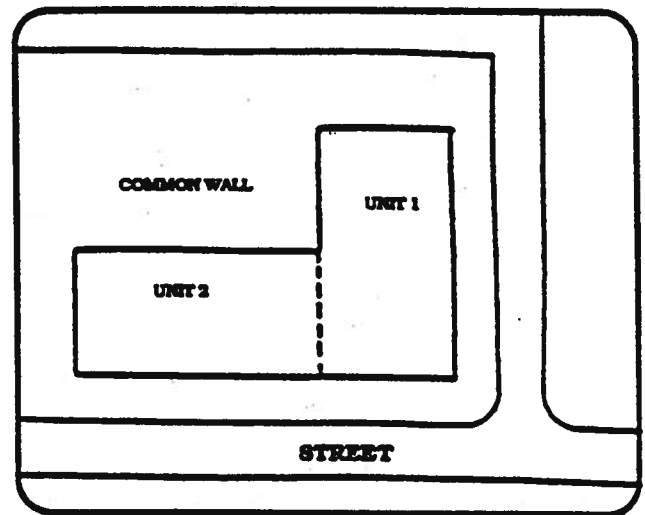
### **Single Family- Patio Homes**

- One House (unit) per Lot
- Each House and Lot Individually Owned
- Flex Building Setbacks, Building Orientation and Lot Sizes
- Emphasis on Creating Gardens and Patios through Use of Fences and Screening
- Sometimes a Development includes Common Open Spaces Owned by All Residents under a Home Owners Association



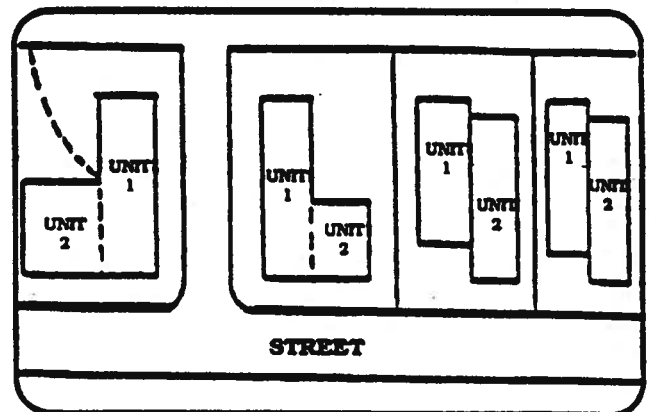
### **Duplex**

- Two Units per Lot
- Single Ownership of both Units and Lot
- Conventional Building Setbacks Rear and Side Yard Separate for Each Unit
- A Common Wall Between Units
- Often Located on Corner Lots



### **Half-Plex**

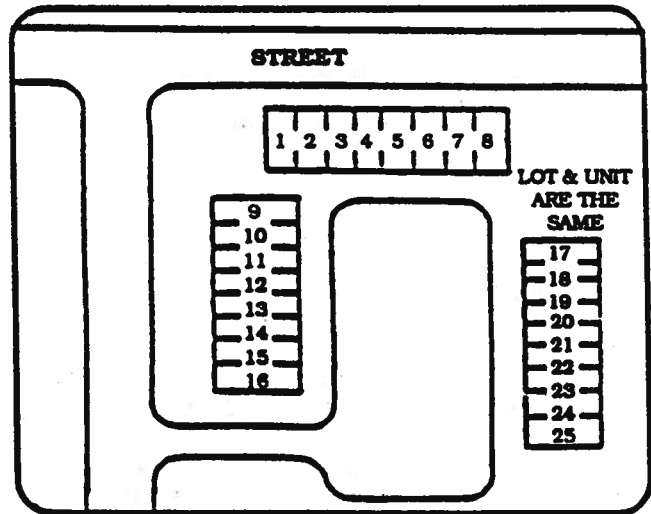
- One House (unit) per Lot
- Each House and Lot Individually Owned
- Conventional Building Setbacks. Rear and Side Yards Separate for Each Unit
- A Common Wall Between Units. The Wall is also Located on the Property Line.



**FIGURE 21-1**

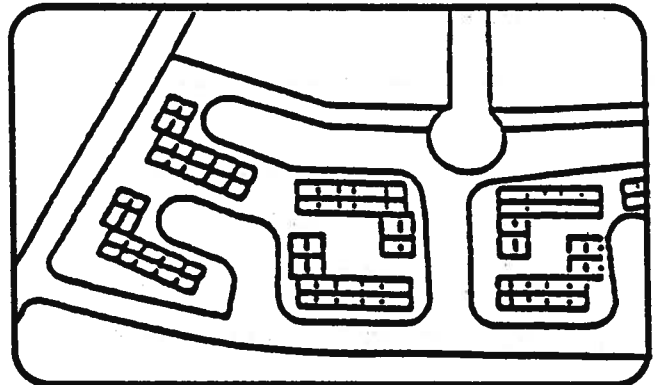
### **Townhouse- Condominium**

- A Housing Style with each Unit having Two Stories and usually Attached with Other Units by Common Walls
- Each Unit and Lot Individually Owned
- Usually includes Common Open Spaces Owned by All Owners Association



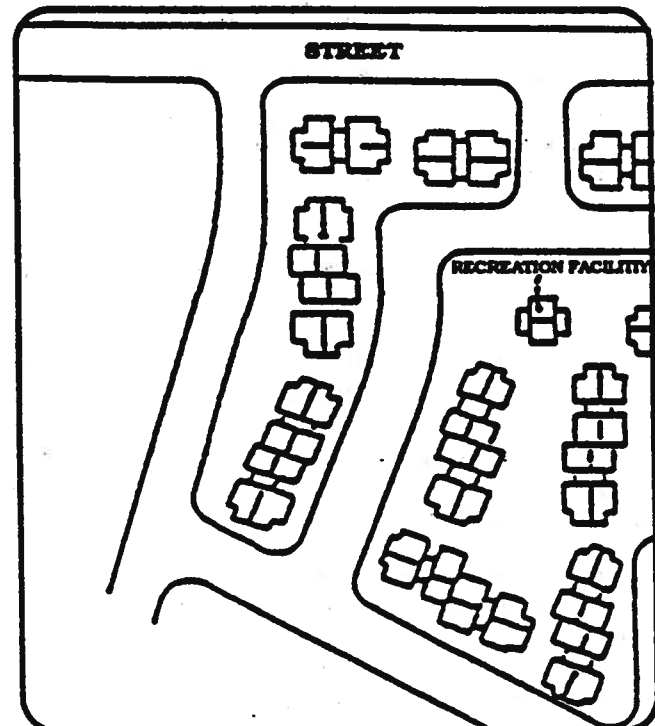
### **Conventional Apartment**

- Rental Units Grouped within Buildings which are Usually Two or More Stories in Height
- Each Unit Usually Takes Up One Floor. Hence Separate Units are Available on Each Level of the Building
- Single Ownership of All Units and Land
- Higher Density which Generally means Less Emphasis on Landscaping and Recreational Facilities



### **Air Space Condominium/ Garden Apartments**

- Units are Grouped within Buildings which are Two or More Stories in Height
- Each Unit takes up only One Floor, hence Separate Units Are Available on Each Level of the Building
- Common Walls between Units
- Greater Emphasis on Landscaping and Providing Amenities such as Recreational Facilities
- Condominiums- Each Unit Individually Owned but All Land Beneath Units and Surrounding Area Owned in Common
- Apartments- Single Ownership of All Units and Land and Units are Rented. Usually Less Dense than Conventional Apartments





## **POLICY 8.6**

The City should develop a package of incentives and encourage the following:

1. Additional active parkland.
2. Development of parkland.
3. Increased historic preservation.
4. Additional open space.
5. Preservation of natural habitat.
6. Preservation of Savanna Oak Clusters.
7. Additional items as desired.

## **POLICIES AND GUIDELINES BY RESIDENTIAL CLASSIFICATION**

### **POLICY 8.7**

Residential densities for each land use category will be based upon the range of densities which is established for each category of residential use as hereafter set forth. The lower number in each range is allowed as a matter of right. Units in excess of the lower number of each range, up to the top of each range, are permitted at the discretion of the Planning Commission/City Council in exchange for the provision of special benefits which satisfy a City need over and above the minimum requirements of the General Plan and other City policies and regulations. Examples of special benefits which may qualify the project for densities in excess of the lower number include:

1. Additional park or <sup>OPEN</sup> ~~open~~ space set asides.
2. On-site recreation facilities.
3. The planting of additional trees or other landscaping in excess of the minimum required.
4. The provision of transit facilities or services.

The density bonus allowed for qualifying seniors and low or moderate or lower income family residents pursuant to California Code Section 65915 is to be calculated based upon the lower number of each density range and no additional bonus or other incentive is to be provided; irrespective of whether such project also qualifies for special benefits. In other words, under no circumstances shall the maximum number in each density range be exceeded.

### **A. Single-Family (SF 2-3.9 Dwelling Units Per Acre)**

Single family detached homes at low to medium densities (maximum of two dwelling units per acre). Up to 3.9 dwelling units per acre may be permitted in exchange for the provision of the specified benefits as described above. The following standards shall apply:

- 1) The project should be located adjacent to an existing single family development or should be of sufficient size to ensure that a single family residential environment can be maintained within the project.
- 2) Internal roads should be designed to serve the project or connect with adjacent developments and access to through-traffic should be discouraged.
- 3) No more than 40% of a lot shall be covered.

### **B. Single-Family High Density/Mobile Home Park (SFHD 4-6.9 Dwelling Units Per Acre)**

Single-family homes at high densities (maximum of four dwelling units per acre) are permitted. Up to 6.9 dwelling units per acre may be permitted in exchange for the provision of the specified benefits as described above. Halfplexes, mobile home parks, and attached homes may be included. The following standards shall apply:

- 1) Lands located near neighborhood commercial centers, along public transit routes, or adjacent to low or medium density multifamily areas would be appropriate for this type of housing.
- 2) With the exception of mobile home parks, a development may include a mix of housing types within the average density allowed including attached homes, zero lot-line homes and halfplexes.
- 3) Each home must have its own lot.
- 4) No more than 35% of a lot shall be covered.
- 5) Internal roads should be designed to serve the project or connect with adjacent developments and access to through-traffic should be discouraged.

- 6) A Planned Development Permit shall be required for development within this category.

**C. Multi-Family Low Density (MLD 7-11.9 Dwelling Units Per Acre)**

Low density multi-family developments at a maximum density of seven dwelling units per acre. Up to 11.9 dwelling units per acre may be permitted in exchange for the provision of the specified benefits as described above. The following standards shall apply:

- 1) Appropriate locations are along arterial roads and public transit routes, adjacent to neighborhood commercial centers, or in undeveloped areas where the project is of sufficient size to provide any needed buffers for adjacent or proposed single family developments.
- 2) Homes should generally be in one or two story buildings, with some three story buildings allowed on sloped sites.
- 3) Project entrances and exits shall be designed with access to a collector or arterial road.
- 4) Buildings on hillsides shall be sited with respect to existing native vegetation or landscaping to reduce their visual prominence.
- 5) A design review procedure shall be established to evaluate the proposed use of building and landscaping materials with respect to the natural features of a site.
- 6) Buildings of multiple stories shall follow the contour of the site and be "stepped" or terraced.
- 7) Projects shall generally consist of smaller, multiple buildings rather than a few large multifamily buildings.

**D. Multi-Family Medium Density (MMD 12-17.9 Dwelling Units Per Acre)**

Multi-family medium density at a maximum density of 12 dwelling units per acre are permitted. Up to 17.9 dwelling units per acre may be permitted in exchange for the provision of the

specified benefits as described above. The following standards shall apply:

- 1) Appropriate locations include parcels along arterial roads and public transit routes, lands near commercial centers and major public institutions, and as a buffer between industrial or commercial areas and single family neighborhoods.
- 2) Parcels shall be of sufficient size to allow the placement of buffers along any project boundary adjacent to an existing or proposed single family development.
- 3) Buildings should be mainly one or two stories, with three story buildings allowed on sloped sites or to provide parking under a building.
- 4) Project area shall include adequate open space.
- 5) Project entrances and exits should be designed with direct access to a collector or arterial road.
- 6) Buildings on hillsides should be sited with respect to existing native vegetation or landscaping to reduce their visual prominence.
- 7) Design review of materials and landscaping shall be included in the application process.
- 8) Buildings of multiple stories should follow the contour of the site and be "stepped" or terraced.
- 9) Projects shall consist of clusters of smaller buildings (typically 4 to 12 dwelling units per building) and not a few large buildings.
- 10) Open spaces shall be dispersed throughout a project, unless it is necessary to create a single large open space to preserve an important natural habitat.
- 11) A landscaping and project maintenance plan shall be submitted to the City. The City will adopt an ordinance detailing the requirements of such a plan.
- 12) Locations for this type of housing should be

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selected to reinforce the customer base of a central commercial area, and the proximity of housing to major employment centers.

- 13) Amenities shall be included in larger projects such as swimming pools and on-site recreation.

**E. Multi-Family High Density (MHD 18-25 Dwelling Units Per Acre)**

High density multi-family at a maximum density of 18 units per acre are permitted. Up to 25 dwelling units per acre may be permitted in exchange for the provision of the specified benefits as described above. The following shall apply:

- 1) Locations shall generally be limited to areas near a central commercial center or regional commercial center, but may also include parcels at the intersection of arterial roads, along transit routes, adjacent to public institutions, and as part of a commercial/industrial development compatible with residential uses.
- 2) Locations of this type of housing shall be selected to reinforce the customer base of a central commercial area, and the proximity of housing to major employment centers.
- 3) The internal road system shall be designed to ensure that traffic from the project does not use local streets in any adjacent or nearby single family areas.
- 4) At least 30 percent of the project area shall be reserved for open spaces.
- 5) Open spaces shall be dispersed throughout the project, unless it is necessary to create a single large open space or to preserve an important natural feature.
- 6) Buildings shall be predominantly two and three stories. Buildings of four or five stories may be permitted in exchange for the preservation of more open space than the minimum required and to allow for the placement of parking underneath buildings.
- 7) Any hillside or hilltop areas that may be

included in the project shall be reserved for open spaces or one and two story buildings that can be integrated with the natural landscape.

- 8) Buildings on hillsides shall follow the contour of the site and shall be "stepped" or terraced.

- 9) The use of materials on hillside buildings will be part of a design review process.

- 10) A landscaping and project maintenance plan shall be submitted to the City. The City will adopt an Ordinance detailing the requirements of such a plan.

- 11) Recreational facilities for the use of the residents shall be included in the project design including swimming pools and other amenities in larger projects.

- 12) Turnouts and shelters for buses shall be incorporated into project design for projects along existing or proposed transit routes.

- 13) Landscaping, especially trees, shall be provided around the boundaries of the project to lessen the visual impact of the development.

**POLICY 8.8**

Elderly and convalescent housing facilities providing health care shall be encouraged. The Zoning Code shall guide the placement and standards for development of such facilities. Proposed facilities shall be evaluated based on the location, impacts on services and neighboring properties and not on a density basis.

**POLICY 8.9**

All multiple family projects will be required to obtain a planned development permit in accordance with the City's Zoning Code. Similar development approvals, such as Specific Plans, that cover the same requirements as the planned development permit shall be considered a substitute.

## **POLICY 8.10**

Residential densities within an area plan or specific plan may vary, provided 1) that the overall dwelling unit buildout within the plan area shall not exceed that authorized by the Land Use Element of the General Plan and 2) in no event shall densities within any portion of the Plan area exceed 25 dwelling units per acre. An area plan or specific plan is defined as a large development area typically over 100 acres with an overall master development plan.

## **POLICY 8.11**

Residential density shown on the Land Use Map shall be consistent with General Plan Policies 8.1 and 8.10 for the purpose of calculating density.

## **GOAL 9**

To set criteria which would allow for flexibility in the siting of land uses within a planned area.

### **POLICY 9.1**

A planned area consists of acreage containing one or more projects for which a comprehensive site plan is prepared showing the location of proposed land uses, the configuration of roads within the planned area, public land uses and open spaces, and other aspects of site design.

### **POLICY 9.2**

For planned developments covering large areas, the project applicant may exercise some discretion in locating school, park, and other public facility sites within approximate boundaries specified by the General Plan. However, the locations should reflect:

1. The ability of project residents to walk or bicycle to parks or schools without crossing uncontrolled crossings on arterial roads.
2. The preservation of significant features of the natural landscape, such as trees, important wildlife habitats, and streams or ponds.

3. The usability of school and park sites with respect to terrain, flooding, and access to and from the site.

## **POLICY 9.3**

To encourage the preservation of open spaces and natural features of the landscape, a project applicant may be allowed to concentrate the proposed development on a portion of the site through the clustering of buildings, smaller lot sizes, or taller buildings, provided that the overall unit buildout within the Plan area shall not exceed that authorized by the Land Use Element of the General Plan.

## **POLICY 9.4**

In large-scale residential projects which include a neighborhood commercial center, the proposed location of the center may vary from the approximate location indicated by the General Plan if, based on the proposed street layout and design, improved traffic circulation would result, and there are no significant negative impacts.

## **GOAL 10**

To provide for a commercial and industrial base of the City to encourage:

1. A strong tax base.
2. More jobs within the City
3. A greater variety of commercial goods and services.
4. A regional shopping center.
5. Businesses and industries compatible with Folsom's quality of life.

### **POLICY 10.1**

The City shall have a variety of commercial uses such as:

1. Home occupations in which a resident operates a small business within the home in compliance with City regulations and standards.
2. Individual businesses outside of a commercial area, serving a commercial or industrial project or providing highway-oriented services.

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3. Small commercial centers serving individual neighborhoods.
  4. A central business district with offices and retail establishments serving the entire community.
  5. A regional retail center serving Folsom residents and others from outside the community.
  6. An historic business district serving residents and tourists.
  7. Specialty commercial areas.

#### **POLICY 10.2**

The City should designate lands for a variety of industrial land uses such as:

1. Warehousing/storage facilities for supplies serving other businesses.
2. Industrial parks providing space for research and product development firms.
3. Manufacturing of electronic equipment or components; and manufacturing on a small scale of products to be sold on the premises.

#### **POLICY 10.3**

The City should encourage the development of campus-like industrial developments with low-rise buildings and landscaped or natural open spaces.

#### **POLICY 10.4**

The City should implement facilities plans to finance the provision of municipal facilities and services to the industrial areas.

#### **POLICY 10.5**

The City should preserve and enhance the tourist-oriented, historic commercial uses in the Sutter Street commercial area.

#### **POLICY 10.6**

The use or storage of flammable, volatile, or

toxic substances as part of an industrial or commercial establishment shall be strictly controlled.

#### **POLICY 10.7**

Allow for the continued operation of existing arterial-oriented commercial uses along Folsom-Auburn Road and Natoma Street from Riley Street to Fargo Way.

#### **POLICY 10.8**

New commercial uses shall be subject to design and parking standards to be developed by the City for:

1. The number and location of allowed curb cuts.
2. Landscaping or parking areas.
3. The location, size, number and construction of signs.
4. The configuration and design of commercial buildings.

#### **POLICY 10.9**

Commercial centers and industrial/office parks when feasible should be served by public transit, and when appropriate public transit centers should be incorporated into the project.

#### **POLICY 10.10**

Industrial/office parks shall be designed with internal circulation and incorporate buffering and landscaped setbacks to minimize potential adverse impacts on adjacent land uses.

#### **POLICY 10.11**

Child care centers shall be encouraged in the central commercial district, commercial centers, and office parks, when appropriate.

#### **POLICY 10.12**

The City should develop an industrial development strategy that identifies the City's industrial market segment and promotional opportunities.

### **POLICY 10.13**

Buffer zones shall be established around existing and proposed industrial areas to prevent encroachment of incompatible uses. The City shall prepare an implementation study to provide notice requirements to users in the buffer zones and identify incompatible uses.

### **GOAL 11**

To plan for a central commercial district which includes retail, office, and service establishments, and cultural and entertainment facilities.

#### **POLICY 11.1**

The central commercial district shall be located to incorporate existing community-wide commercial services, and shall generally include properties along East Bidwell Street, generally between Coloma Street and the westside of Blue Ravine Road and south of Riley Street generally west of Glenn Drive.

#### **POLICY 11.2**

The purpose of the central commercial district shall be to provide a location for businesses with a city-wide market, to provide a focus for cultural and entertainment activities (public and private), and to provide a City financial center.

#### **POLICY 11.3**

"Strip" commercial uses, characterized by shallow commercial frontage on arterial streets and multiple curb-cuts, shall not be allowed.

#### **POLICY 11.4**

Circulation within the central commercial district shall allow for convenient automobile access and parking, public transit routes, bicycles, and safe pedestrian access among the businesses within the district.

#### **POLICY 11.5**

Each block within the district shall contain usable public open space in the form of public plazas, mini-parks, or landscaped pedestrian pathways. Maintenance programs for public and

community improvements should be required for commercial areas in order to provide long term maintenance.

#### **POLICY 11.6**

In general, the height of buildings in the central commercial district shall not exceed 4 stories. Additional height may be allowed for the provision of open space. The combined floor area ratio of all buildings on a site shall not exceed 2:1. Additional height or a higher floor area ratio may be allowed in exchange for the provision of open space or other specified benefits meeting a City need that are above and beyond the minimum requirements of the General Plan policies and other applicable City policies and regulations.

#### **POLICY 11.7**

Public improvements should be provided to support a central commercial area, such as landscaping on existing commercial streets, street furniture (benches, waste receptacles, planters, etc.), and uniform street and other public signing.

#### **POLICY 11.8**

A plan for the central commercial district shall be prepared in conjunction with the redevelopment plan to address issues discussed in Goal 11 and support policies including development standards and circulation.

#### **POLICY 11.9**

All commercial development or commercial portions of multi-use development shall contain at least ten percent of land area in natural, improved or functional open space, exclusive of roadways and parking lots.

#### **POLICY 11.10**

A public transit service center shall be established within the central commercial district.

### **GOAL 12**

To plan for regional commercial centers.

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**POLICY 12.1**

Regional commercial centers shall be primarily highway-oriented retail commercial areas. The purpose of the centers shall be to provide locations for businesses whose customers come primarily from outside the City of Folsom, although businesses may also provide goods and services to Folsom residents.

**POLICY 12.2**

Regional centers should be located close and accessible to Highway 50, preferably near an interchange.

**POLICY 12.3**

Arterial-road or limited access parkway should define the boundaries of regional centers. A parking and circulation plan should ensure that trees and landscaping are provided to break up the amount of paved surfaces and that traffic entering and exiting centers do not adversely affect any future residential developments nearby.

**POLICY 12.4**

Regional centers shall include landscaped public open spaces.

**POLICY 12.5**

Highway-commercial areas shall be designated adjacent to U.S. 50 in order to support the travelling public at major interchanges.

**POLICY 12.6**

Regional commercial centers should be served by public transit and developed in conjunction with public transit service centers.

**POLICY 12.7**

In general, the height of buildings in a regional commercial center shall not exceed four stories. Additional height may be allowed for the provision of open space. The combined floor area ratio of all buildings on a site shall not exceed 2:1.

**POLICY 12.8**

In general, the height of buildings in a highway commercial site shall not exceed four stories. Additional height may be allowed for the provision of open space. The combined floor area ratio of all buildings on a site shall not exceed 2:1, with a maximum lot coverage of 60 percent.

**GOAL 13**

To plan for small, neighborhood-oriented convenience commercial areas which provide goods and services that may meet the daily needs of nearby residents.

**POLICY 13.1**

Neighborhood convenience commercial areas should be located so that residents in each neighborhood may meet their daily needs for commercial goods and services.

**POLICY 13.2**

Neighborhood commercial areas shall in general be limited to five acres or less.

**POLICY 13.3**

Neighborhood centers should be designed to minimize impacts on adjacent uses through site design, access and parking, landscaping and lighting standards.

**POLICY 13.4**

Neighborhood commercial areas may be adjacent to future public transit stations.

**POLICY 13.5**

In general, the height of buildings in a neighborhood commercial center shall not exceed two stories. The combined floor area ratio of all buildings on site shall not exceed 5:1, and 30 to 40 percent lot coverage.

**POLICY 13.6**

Neighborhood commercial centers shall be developed under the Planned Development Process.

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## **GOAL 14**

To plan for and preserve specialty commercial areas.

### **POLICY 14.1**

The City should preserve and enhance the historic business district centered on Sutter Street. The purpose of the district is to provide a tourist-oriented location for businesses offering goods and services consistent with the historic setting of the area. An historic district plan for the area should be prepared by the City containing:

1. Design guidelines for the restoration and/or modification of buildings or sites identified as having historic or cultural significance and for the design and placement of buildings within or adjacent to identified historic buildings or sites.
2. The City should adopt design guidelines to ensure that signage is consistent and harmonious with the theme of the historic business district.

### **POLICY 14.2**

The City should provide for offices, retail, and restaurant uses associated with a hospital when appropriate.

### **POLICY 14.3**

Additional specialty commercial centers for specified commercial uses containing a grouping of businesses offering one or several related goods or services may be considered according to the following standards:

1. The commercial center must serve a purpose not fulfilled by the central commercial district, the regional commercial center, or other designated commercial areas.
2. A plan for the area proposed for commercial uses must be submitted by the landowner(s) clearly stating the purpose of the commercial area; the location of proposed commercial uses, public improvements, landscaping, parking, and open spaces; and a proposed circulation plan.

3. New specialty commercial areas will not be designated on the Folsom General Plan Land Use Map in advance of a specific request for such a designation.

4. The commercial center may not be a "strip" commercial project characterized by one or more long, shallow lots, multiple curb cuts, and a variety of unrelated businesses.

5. Access to and from the commercial center is via an arterial street.

6. The proposed commercial area shall be located and designed to minimize negative traffic, noise, and visual impacts on nearby residential areas.

## **GOAL 15**

To plan for community commercial areas providing goods and services for large neighborhood areas.

### **POLICY 15.1**

Community commercial centers shall in general range in size from five to ten acres.

### **POLICY 15.2**

Community commercial centers should be designed to minimize impacts on adjacent uses through site design, access and parking, landscaping and lighting standards.

### **POLICY 15.3**

Community commercial centers should be developed adjacent to future public transit stations.

### **POLICY 15.4**

Community commercial centers should be developed adjacent to higher density residential, offices, and public uses.

### **POLICY 15.5**

Community commercial centers shall be developed under the Planned Development Process.